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ABSTRACT

The Advisory Council on Vocational Education in 1968 issued a report on program implementation and goal achievement in vocational education. Six regional conferences and a summary conference were held in the fall of 1968 to evaluate that report and determine its implications for government action. A broad goal of these conferences was to increase public understanding of vocational education and its objectives. The conferences generally agreed that vocational education needs more power and money, and that its relationships with industry, general education, and other training programs for the disadvantaged should be strengthened. This report is a partial selection and summary of ideas and proposals of the seven conferences. Many of the issues which confronted the conferees remain unsolved in spite of the passage of the Vocational Education Act of 1968. (BH)

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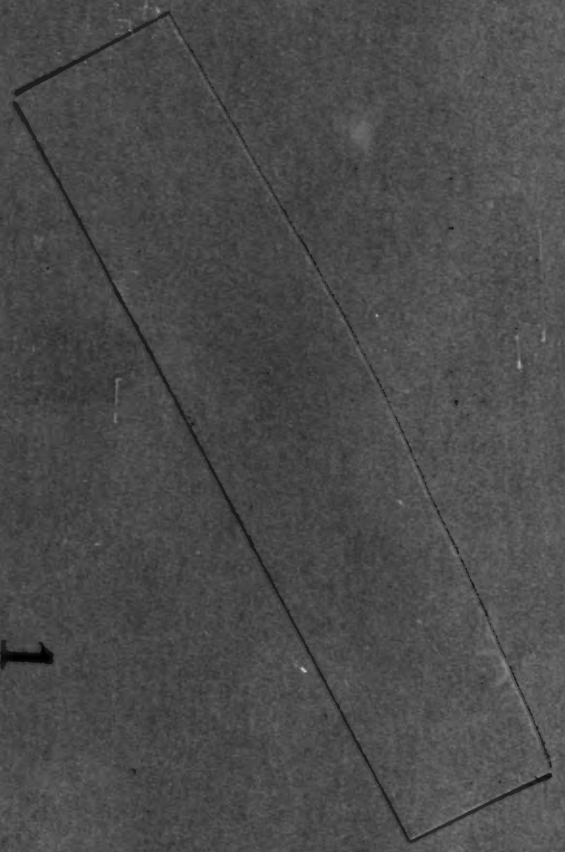

THE UNIVERSITY OF WISCONSIN MADISON, WISCONSIN

CENTER FOR STUDIES IN VOCATIONAL AND TECHNICAL EDUCATION

man-education-work conference

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EDO 47098

MAN–EDUCATION–WORK

CONFERENCES

CENTER FOR STUDIES IN VOCATIONAL AND TECHNICAL EDUCATION

THE UNIVERSITY OF WISCONSIN

Madison, Wisconsin

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INTRODUCTION

The Advisory Council on Vocational Education was established by the Secretary of Health, Education, and Welfare in 1966, in response to the directive in the Vocational Education Act of 1963 that such a Council was to be organized "to review the administration and status of vocational education programs conducted under the Vocational Education Act of 1963 and other Acts and to make recommendations for improvement of vocational education." In 1968 the Council issued its report, Vocational Education: The Bridge Between Man and His Work, a thorough and far-reaching analysis of program implementation and goal achievement in the area of vocational education.

The Advisory Council's report stimulated discussion throughout the country. In order to evaluate and develop an understanding of it, the Center for Studies in Vocational and Technical Education of the University of Wisconsin, with the cooperation of the American Vocational Association and the financial support of the Ford Foundation, proposed a series of regional conferences to be held during the fall of 1968. The stated aims of the conferences were to increase public understanding of vocational education and its objectives (as expressed in the Council's Report and proposed legislation); to get evaluation of the Council Report and proposed legislation from cross-sections of educators and interested citizen groups; to consider the implications for action at federal, state, and local levels; and to provide a format for similar conferences, possibly to be held under state, city, or regional auspices.

These conferences, known as A Citizens Conference on Man–Education–Work, were held at six regional locations with a final summary conference at Madison, Wisconsin. Regional conferences were held in Atlanta, Georgia; Dallas, Texas; Chicago, Illinois; Fort Collins, Colorado; San Francisco, California; and New Brunswick, New Jersey.

In order to facilitate organization, an individual who was involved in the programs and problems of vocational education was selected as the regional coordinator for each meeting. In Atlanta, Dr. Aleene Cross of the University of Georgia was in charge; in Chicago, Dr. Jacob Stern of the University of Illinois; in Dallas, Dr. James R. D. Eddy of the University of Texas; in Fort Collins, Dr. Milton Larson of Colorado State University; in New Brunswick, Dr. Albert Pauttler of Rutgers University; in San Francisco, Dr. Chester Swanson of the University of California; and for the final conference in Madison, Dr. J. Kenneth Little and Dr. Gerald Somers of the Center for Studies in Vocational and Technical Education of the University of Wisconsin.

A general format was suggested for each of the conferences. Because the Advisory Council Report was the focal point of the meetings, members of the Council were invited to take part and to deliver the opening messages. At least two Council members participated in each conference. The original Advisory Council was comprised of: Melvin L. Barlow, Director; George Champion, Assistant Director; Martin Essex, Chairman; Rupert N. Evans, James T. Harris, Malcolm G. Hunt, John W. Letson, Garth L. Mangum, Lela O'Toole, Charles W. Patrick, Otto Pragan, Leonard H. Rosenberg, C. Vannoy Stewert,and Don M. Thomas. The remainder of the program was arranged to allow conference participants to respond with questions in both discussion and in small groups. There was to be opportunity for panel discussions, formal delivery of papers, question and answer periods, and informal discussion of issues. From this general format, each regional coordinator was to work out a series of specific issues as the guiding point for speakers and participants.

This plan necessitated a good deal of coordination among the regional chairmen, and their efforts were to culminate in a summary conference in Madison. As the final conference, it was conceived as a smaller meeting composed mainly of leaders from the regional conferences who would concentrate on presenting a synthesis of the results of the various meetings and the implications to be drawn from them. The Center for Studies in Vocational and Technical Education provided each regional coordinator with as much technical and administrative assistance as was needed for a smooth running conference. An observer from the Center was on hand at each conference to assist the local chairman in last minute details and operation.

The seven conferences took place in September and October of 1968, each lasting two days. By this means, men and women throughout the country would be giving their full attention to the pertinent issues facing vocational education. The following report is an attempt to summarize the results of the conferences. It is not a reproduction of the talks and papers heard at each meeting, but, rather, a partial selection and summary of ideas and proposals. Of necessity, some important ideas brought out in group discussion are not included. However, it is hoped that this report will give a clear indication of the flavor of each conference and touch on the most significant issues and recommendations covered by the discussions.

Although some time has elapsed since the conferences were held, it is felt that this summary of the proceedings is still highly relevant for the current problems facing vocational education. In spite of the passage of the Vocational Education Act of 1968, many of the issues which have long confronted vocational educators—and which absorbed the conferees—remain unsolved.

The Center's Director wishes to acknowledge the support of The Ford Foundation and the cooperation of The American Vocational Association and members of The Advisory Council on Vocational Education. Their assistance, as well as that of the regional coordinators and participants, contributed to the

conferences' success. We are grateful to Howard Gelman who prepared these conference proceedings with the assistance of Barbara Dennis, utilizing materials prepared by the regional coordinators and Professor Merle Strong, University of Wisconsin.

February, 1970.

CONFERENCE PROGRAM

Each conference program varied in format but contained the following essential elements:

1. "A Discussion of the 1968 Report of the National Advisory Council on Vocational Eduation"

   Two members of the Advisory Council

2. Reactions to the Report

   1. A vocational educator
   2. An educator from another field

3. Discussion of the Report: Concerns, Issues, Problems, and Recommendations

   Small group discussions of key issues by participants

4. A summary and synthesis of small group discussions

   1. A panel of small group leaders
   2. A general discussion by all participants

5. A challenge—Vocational Education and the Future

   A prominent spokesman from business, labor, government, industry, or other interested citizen group

PROCEEDINGS OF REGIONAL CONFERENCES

ATLANTA, Georgia, Sept. 30 - Oct. 1, 1968

Dr. Aleene Cross, A. V. A. Vice-President: Home Economics, and Head of Home Economics Education at the University of Georgia, was the regional co-ordinator of the meeting which was held at the Dinkler-Plaza Hotel in Atlanta on September 30 and October 1, 1968. The program included:

WELCOME: Dr. George Mulling

A DISCUSSION OF THE 1968 REPORT OF THE NATIONAL ADVISORY COUNCIL ON VOCATIONAL EDUCATION: Dr. John Letson

REACTION: Dr. James E. Bottoms

A CITIZEN'S VIEWPOINT ON THE CHALLENGE TO VOCATIONAL EDUCATION: Judge Curtis Tillman

A REVIEW OF THE AMENDMENTS TO THE VOCATIONAL EDUCATION ACT OF 1963: Dr. Merle E. Strong

REACTION: Dr. George L. O'Kelley, Jr.

SUMMARY: Mr. R. E. Childers

Nine states and a number of interest areas were represented by the 54 people at this gathering:

ATTENDANCE BY STATE:

Georgia	23	Alabama	3
Florida	9	South Carolina	2
Tennessee	7	Mississippi	1
Virginia	4	Kentucky	1
North Carolina	4	TOTAL	54

ATTENDANCE BY FIELD OF INTEREST:

Vocational Administrators and Supervisors (local and state)	29
Educators	9
Principals and Directors of Technical Schools	6
Other Educational Supervisors and Administrators	3
Vocational Guidance	2
Organized Labor	1
Regional Office of Education	1
Georgia Vocational Association	1
Research Coordinating Unit Members	1
Business	1

"A Discussion of the 1968 Report of the National Advisory Council on Vocational Education"

Dr. John Letson
Superintendent of Public Schools
Atlanta, Georgia

Mr. Letson felt that the Advisory Council was concerned with the urgent necessity of rethinking the approach to vocational education. Among the unsolved problems confronting the Council was the plight of school dropouts, the disappearance of job opportunities for the uneducated, and the widening gap between the trained and the untrained. The Council gave much consideration to the line dividing general and vocational education. There is a realization that vocational courses are becoming more sophisticated and demand the same kinds of ability and intelligence as college preparation courses. Young people must be guided in the direction that best fit their temperaments, needs, and desires. One of the recommendations of the Council was that all vocational education be put under a single act. The inflexibility in the present acts needs to be eliminated. State plans were discussed as a part of the federal government approach and it was felt that many states were using the plans as a means of resisting change rather than as an instrument for change. It was recommended that state plans become a contract between the state and federal government for greater coordination. Mr. Letson said that the schools must take responsibility for guiding the individual.

"A Citizen's Viewpoint of the Challenge to Vocational Education"

Curtis Tillman, Judge
DeKalb Juvenile Court
Decatur, Georgia

In speaking of our crime problem, Judge Tillman stated that "crime strikes one out of every five families in the United States." Even more shocking is the fact that out of "every three arrests in the country, one was under the age of 21" and in 1966-67, "arrests for people from 10 to 17 went up 75 percent." While he spoke of the delinquent child in Georgia, because he had figures for that state, he ventured that the same conditions would hold for other states. In summarizing his figures, he noted that the average delinquent coming before a juvenile court has both parents living, with neither one having attained more than a ninth grade education. Fifty percent of these children had poor grades in school, while the same percentage said they could not adjust and either dropped out or were expelled. He also noted that, from his experience, eight of every ten juveniles committed to training schools in the United States have an IQ so low that they cannot perform in conventional schools. His dilemma as a judge is what to do with a child who cannot be placed into a relevant educational program, and he asked why there is not a place for this child in vocational education. He felt that parents must be convinced that not every child is college material and that vocational programs can meet their needs, and he suggested that better public relations and more effective counseling were needed to bring these ideas across.

" Review of the Amendments to the Vocational Act of 1963"

Dr. Merle E. Strong
Professor of Educational Administration
University of Wisconsin

Dr. Strong first presented a review of Congressional reaction to the Council's report, and the positive support given to it. He then outlined the government's role over the past fifty years. In terms of federal spending, there has been an increase from $7,500,000 following the Smith-Hughes Act in 1917 to over $275,000,000 with the 1963 Act. The 1963 Act represented a contradiction between the level of funding and the mission as spelled out in the Act's preface: "So that all persons of all ages and all communities in the state shall have ready access to vocational educational training or retraining which is of high quality, which is realistic in light of actual or anticipated opportunities for gainful employment, which is suited to their needs, interests, and ability to benefit from such training." The Advisory Council had to decide whether to evaluate the program in terms of its objective as set forth in the Act or in terms of realistic expectations, taking into consideration the limited funding. Dr. Strong pointed out that when the new Act is evaluated five years hence, the same problems may exist. Finally, he discussed the provisions of the compromise bill that were known at that time.

Summary of Group Discussions

I. How Are Advisory Councils best organized and utilized in vocational education programs?

A representative group is needed in an advisory council. It was suggested that members should be selected from the groups which are to be served, with one-third being selected from disadvantaged groups. Criteria for selection should be established by the state administration of vocational education within the framework of the Vocational Education Act. Definite qualifications for the chairman of the council should be established and specific terms of office should be set.

Two types of advisory councils are needed: general councils and craft councils. The functions of advisory councils should be clearly indicated with their major purpose being to advise, not administer. The recommendations of the council should be considered before policies are formulated, as the council can be an excellent source of pertinent information for policy makers.

To function efficiently, the council needs a paid full-time staff, headed by a coordinator with executive and vocational education experience. Meetings of the council should be called when there is a specific problem to consider. Facilities, equipment, data, materials, and other resources must be available. It was felt that advisory councils were needed at the local, state, regional, and national levels.

II. How should Vocational educators be trained?

Provisions should be made for teacher education institutes, for fellowships, leaves of absence, internships, and exchange of personnel between industry, education, and government, and education for administrators and teachers in vocational-technical education, similar to those made available for scientific and professional personnel by the National Defense Education Act and programs of the National Science Foundation.

The conferees emphasized that provisions for training vocational education personnel through these types of activities is imperative. Local teacher institutes should not be excluded, but a new and added emphasis should be placed on institutes for those in positions of responsibility for program leadership.

III. Should a specific part of the funds provided in the Higher Education Act of 1965 be allocated to needy students who are interested in entering vocational and technical education programs?

The conference members felt that a specific amount was not necessary, but that overall funds are needed. The Vocational Education Act of 1968 will author-

ize additional (but still not adequate) funds through the work-study provision of the bill. It is necessary to reconsider the method of accreditation of post-secondary schools of less than baccalaureate level so that students can qualify for support under the Higher Education Act of 1965. It was felt that funding, which has been different each year, should be stabilized for more efficient administration

IV. What should be the nature and objectives of programs of pilot studies, research, and development, and experimental programs in vocational and technical education?

Three types of research were discussed: problem-centered research, action research designed to apply and test our new knowledge, and basic research. The following types of research areas were suggested: use of new media and materials; curriculum development; public relations; cost-benefit analysis; cooperative programs; guidance and counseling; and programs for the disadvantaged.

V. What should be the role of (a) the federal office, (b) the state board, (c) colleges and universities, and (d) area and local schools?

The Federal Office. There is a need to follow the recommendations of the National Advisory Council on Vocational Education. An effort should be made to work toward a better understanding of the role of the federal office. It was pointed out that the federal office has been passive because of circumstances rather than choice. Vocational and technical people must be placed in the federal office at policy-making levels and in great enough numbers to provide effective leadership.

The State Board. It is responsible for the administration of individual state programs. New legislation establishes new national policies and directions relating to the people to be served and the nature of programs needed. In the administration of programs, state boards must show initiative and imagination in meeting peoples' needs and must respond to the priority needs as reflected by national policy established in the proposed legislation and the recommendations of the Advisory Council. It is important to strengthen lines of communication between state boards and federal and local vocational administrators.

Colleges and Universities. These institutions have not accepted their responsibility for providing adequately trained personnel for vocational and technical education. Inadequate funding and lack of priority have been at least partially responsible. Additional teacher educators are needed who can respond effectively to both pre-service and in-service needs. Colleges and universities should also provide for the vocational needs of the broad range of people.

Area and Local Schools. The ultimate responsibility for development and implementation of programs rests at the local level. Local school administrators must become more responsive to needs at all levels, but particularly to those of the disadvantaged. For the development of optimum programs, the local administrators should strive to make more effective use of all resources available—community, state, university, and federal.

CHICAGO: Oct. 11-12, 1968

The Sheraton-Chicago Hotel was the setting for this regional conference held on October 11 and 12, 1968, in Chicago. Dr. Jacob Stern, Associate Professor of Vocational and Technical Education at the University of Illinois, was the local coordinator. The program consisted of:

WELCOME: Dr. Jacob Stern

CHALLENGE TO CONFERENCE PARTICIPANTS: Mr. Sherwood Dees

OCCUPATIONAL EDUCATION IN RESPONSE TO SOCIAL IMPERATIVES: Dr. Garth Mangum

A VOCATIONAL EDUCATOR'S VIEW OF EDUCATION FOR THE WORLD OF WORK: Dr. Lawrence Borosage

ORGANIZED LABOR'S VIEW OF VOCATIONAL EDUCATION: Mr. Nelson Jack Edwards

INDUSTRY'S ROLE IN VOCATIONAL EDUCATION: Mr. Max Covert

REPORT ON THE AMENDMENT TO THE VOCATIONAL EDUCATION ACT: Mr. John Jennings

The conference was attended by 115 people from seven states who represented various interests in the vocational education field.

ATTENDANCE BY STATE:

Illinois	52	Missouri	9
Wisconsin	11	Michigan	5
Indiana	9	Ohio	1
Iowa	9	Other	19
		TOTAL	115

ATTENDANCE BY AREA OF INTEREST:

College and University Personnel	29
State Administrators	24
Local Administrators and Personnel	22
Representatives of Federal Offices	10
Technical College Administrators and Personnel	10
Business	9
Professional Associations	6
Organized Labor	5
Chambers of Commerce	2

"Occupational Education in Response to Social Imperatives"

Dr. Garth Mangum, Co-Director
Center for Manpower Policy Studies
George Washington University

Dr. Mangum began the proceedings with an overview of the Report of the Advisory Council. In considering the strengths and weaknesses of the 1963 Vocational Education Act, the Advisory Council formulated some general points of criticism. According to Dr. Mangum, the Council viewed the 1963 Act to be a landmark as a declaration of purpose, but not in accomplishments. A major criticism was its failure to ask for detailed data and to define adequate methods of reporting. Although the legislation set admirable objectives, it had not tied funds to specific objectives. The Council also defined weaknesses in existing programs of vocational education, such as failure to increase enrollments; emphasis on training for static occupational needs, not emerging needs; failure to do long-range planning; and failure to innovate. Dr. Mangum then outlined the concepts upon which education for employability must be based. The major point, as expressed by the Council, was that vocational education is not a separate discipline within education, but it is a basic objective of all education and must be a basic element in each person's education. It is therefore necessary to find a better means of integrating academic education, skill training, and work experience. Other ideas outlined were: programs for youth must prepare them for change; programs for adults must be universally available and must emphasize coping with change; and finally, the worth and freedom of the individual in society must be protected. Dr. Mangum concluded by emphasizing that the 1968 amendments to the 1963 Vocational Education Act should help provide redirection and incentive to educate more realistically for the world of work.

"A Vocational Educator's View of Education for the World of Work"

Dr. Lawrence Borosage, Professor
Vocational-Technical Education
Michigan State University

In his speech, Dr. Borosage called for a realignment of commitments on the part of those involved in vocational education. His first point was that vocational-technical educators must be committed to a new synthesis that has resulted from change in the job economy—change due to technological, economic, and social advancement. Educators must reflect these changes in public policy. Some areas he cited were utilization of the labor force through training programs, maintenance of high levels of employment and better organization of the labor market. A second commitment posed by Dr. Borosage was that vocational-technical education must be supported wherever it exists and be available to every man. He cited prejudice, fear, and lack of social

consciousness as reasons why industries had done little in the past to remove underemployment and why they had retained their own underskilled. He pointed out that new agencies such as the Office of Economic Opportunity, Headstart, and Upward Bound bring innovative ideas into the system and open equal opportunity. The third commitment for educators was the development of a more sophisticated level of planning and accountability. It was shown that the 1968 amendments attempt a new approach to planning by providing funding incentives for developing and increasing enrollments. Dr. Borosage also stated that following through on these commitments would help to provide a new economic life for the individual, lessen the tensions of the less fortunate, and provide for participation of all in the world of work.

"Organized Labor's View of Vocational Education"

Mr. Nelson Jack Edwards
Executive Board Member at Large
International Union United Auto Workers

After discussing the historical foundations and changing base of our economy, the speaker indicated what he considered a major weakness in our present system of education. He pointed out that educational institutions are sending individuals into the labor market with diplomas although they do not have the skills or the education to secure a job. It is sometimes easier for a Negro to become an M.D. than to get into a job at a technical or higher skill level. Emergency programs would not solve this problem. He stated that we have the ability to educate, that educational systems have done a good job, but that they have not educated in enough areas. "If we are to make decent human beings out of everyone, we ought not deny them this education."

"Industry's Role in Vocational Education"

Mr. Max Covert, Director
Division of Industrial Technology
Macomb County Community College

Industry is not necessarily interested in training personnel through their own training programs. According to Mr. Covert, they are anxious to work with colleges and universities to develop programs to meet their industrial-related training needs and have not done so yet only because learning centers have not fully coped with changing technologies. He then suggested some ideas that educators might consider in serving industrial training needs. Improved ways of presenting teaching material means that educators must become familiar with present training methods used in industry. Also, because of increased cost in course development within educational institutions, it is necessary for colleges to work together on curricula and to exchange training

concepts. Mr. Covert also pointed out that there would have to be an interchange among personnel in industry and education, with each working and teaching in the other area. Finally, he called for the application of business techniques in education. Management tools and procedures, if implemented, would facilitate a new link between education and industry.

"Report on the Amendments to the 1963 Vocational Education Act"

Mr. John Jennings
Legal Counsel
Sub-Committee on Education

Mr. Jennings spoke of the need for the Amendments to the 1963 Act and pointed out that they had two main purposes: first, to provide vocational education for all, and second, to provide vocational education for the disadvantaged. It was recognized that funds had to be directed more efficiently to both areas. There were many other considerations in making the amendments, such as: educating guidance counselors, creating advisory councils, funding research coordinating units. Funds were also specifically directed to such new programs as curriculum development, vocational education in local areas, and teacher education. The amendment also provides funds for the collection and dissemination of more information about programs. Mr. Jennings stated that Congress had recognized the need and responded, and it was now up to the people to initiate and implement the programs.

The following discussion questions were assigned at this meeting:

1. Where should workers be trained for employment? (a) role of schools, (b) role of on-the-job training, (c) role of apprenticeship training, (d) role of cooperative work-study programs.

2. How should costs of occupational training be shared? (a) by students, (b) by employers, (c) by the public.

3. What provisions should be made for the development and encouragement of exemplary programs designed (a) to serve disadvantaged persons, (b) to provide preparation in "families of occupations," (c) to develop effective job counselling and placement services, (e) to improve vocational-technical curriculum?

4. To what extent should the objective of vocational education be able to (a) meet the needs of the labor market, (b) meet the needs of the individual?

5. What are the most important instruments to effect desirable change?

6. What provisions should be made for the reimbursement of employers who participate in cooperative work-study programs?

Summary of Group Discussions

Informal groups discussed these questions and other issues in vocational education. A wide variety of recommendations were made in the various group reports. The following is a brief list of the results:

Successful programs and proposals for the future programs should be made known at the local level.

Gearing instruction and programs to the needs of the individual is a prime objective.

Humanities must be included in vocational education programs.

The dignity of labor and work must be taught.

Teachers should have occupational skills.

State Boards of Vocational Education must provide adequate funds and dynamic leadership.

Vocational education should have enough diversification and be of broad enough scope to increase the individual's choice of occupational opportunity.

Vocational education needs more equitable funding at all levels.

All agencies should be involved in a total coordinating effort.

Programs of teacher education should include exchange programs for teachers and personnel in business.

The recruitment of qualified instructors in vocational education needs more emphasis.

Teacher certification of instructors in vocational education must be more realistic.

In-service education programs for instructors must be designed to update their competence in subject matter areas.

An arrangement for providing an exchange of ideas among states should be devised.

Summary of Panel Response to Group Reports

Dr. Elizabeth Simpson, University of Illinois

Dr. Simpson listed three priorities. At the national level, a theory of vocational education needs to be developed. At the state level, leadership to provide direction is the top priority. And curriculum development needs to be emphasized at the local level.

Mr. Max Covert, Macomb County Community College

A basic problem is the lack of knowledge on the part of parents and guidance counselors of the information relevant to vocational education. Many times they do not know of the job opportunities available, or of the vocational education programs open to them.

Mr. Nelson Jack Edwards, United Automobile Workers

Mr. Edwards responded by stating that the federal government should provide a master plan for vocational education, and that state standardization can often be a cause for weak programs.

Dr. Borosage, Michigan State University

In confronting the question of teacher education, Dr. Borosage agreed that work experience was necessary, but he did not believe that a person who had only such experience, however lengthy, could be incorporated as a fully qualified educator. He proposed that teacher education could be done on the job, and that part-time instructors from industry would be useful.

DALLAS, Sept. 26-27, 1968

Dr. James R. D. Eddy, Dean Emeritus of the University of Texas, was the regional coordinator for this conference. It was held on September 26 and 27, 1968, at the Baker Hotel in Dallas with the following program:

WELCOME: Mr. James Bond and Mr. John Guemple

THE NATIONAL ADVISORY COUNCIL REPORTS:

THE GENERAL OVERVIEW: Dr. Charles W. Patrick

FOR WOMEN'S WORK: Dr. Lela O'Toole

FOR AGRICULTURE: Dr. C. Vannoy Stewart

THE CHALLENGE: Dr. J. Earl Williams

FEDERAL LEGISLATION TO IMPLEMENT THE REPORT:
Dr. Leon P. Minear

Over five states were represented at the conference as shown in the following listing:

ATTENDANCE BY STATE:

Arkansas	14	Texas	95
Louisiana	15	Other	4
New Mexico	5	TOTAL	143
Oklahoma	10		

At least a day and a half of the meeting time was devoted to small group discussions and the delivery of a group report.

"The National Advisory Council Reports: The General Overview"

Dr. Charles W. Patrick
President, San Diego State College
San Diego, California

Dr. Patrick first outlined the major problems the Council tried to deal with in its recommendations. He spoke of a serious difficulty that faced the committee in making its report. There was almost a complete inability to secure the statistical information on what had been accomplished under the Vocational Education Act of 1963. Because of insufficient information, committee members conducted their own search for data, contacting over 150 groups and organizations all over the country. The difficulty this posed was that much of the evidence was subjective and had to be weighed carefully. He hoped this problem would be solved when future legislation is evaluated.

"The National Advisory Council Reports: Women's Work"

Dr. Lela O'Toole
Dean, Division of Home Economics
Oklahoma State University
Stillwater, Oklahoma

Dr. O'Toole spoke of the need to give careful attention to the role of women in vocational education. She discussed this subject in terms of the changing life patterns of women and girls, and the need for many women to contribute to the family income. The report, she said, recognized the two aspects of home economics—homemaking and gainful employment—that are important to women. She noted that homemaking contributes to the employability skills of women in many different areas. The report's recommendations in the area of counseling and guidance would do much to facilitate aid to women through vocational education.

"The National Advisory Council Reports: Agriculture"

Dr. C. Vannoy Stewert
Head Teacher Trainer
Sam Houston State College
Huntsville, Texas

Dr. Stewert related the Council's attitude to education in agriculture and the need to include it in the framework of vocational education. He then discussed specific recommendations, such as the work-study program which he felt should be made permanent and should be available at both the secondary and post-secondary level. On financial recommendations, he noted that funds would be distributed to states in a way that will encourage increased enrollment and improved performance. The Council decided early that a new basis should be developed for the distribution of funds to states, and that money should be made available to provide for the salaries of federal staff. Finally, he said that an acceptance of the responsibility for job placement and follow-up by schools would provide information on what happens to students. This in turn would influence the development of programs and make them more relevant.

"The Challenge"

Dr. J. Earl Williams
Director, Institute of Human Resources
University of Houston
Houston, Texas

Dr. Williams felt that the Council Report, in effect, said it is time to

increase the range of vocational education courses. He saw the other objectives as attempts to meet the needs of the hardcore unemployed and others. He then reviewed the approach of different groups to vocational education. Often, the economist has considered labor as something inanimate; workers were seen as exactly the same, endowed with the same skills. Not until the manpower crisis of the 1950's and 1960's did the economist see labor in terms of human resources. This error was reflected in other areas. As late as World War II, most major corporations were more concerned with their physical resources than with their human resources. He went on to discuss the peculiar problems of employment faced in the South, such as: its rural background, its reliance on cheap labor, and its low per capita outlay for education. If an industrial skill-oriented program had been available in the South over the last twenty years, he speculated, it would have made a great difference in employment opportunities there today.

"Federal Legislation to Implement the Report"

Dr. Leon P. Minear
Director of Vocational Education
U. S. Office of Education
Washington, D. C.

Dr. Minear spoke specifically of the financial application that would come from the 1968 amendments. He indicated that 10 percent of the appropriation was set aside for research, and half of this money would not be spent through the federal office, as was presently the case, but through State Boards for Vocational Education. Another aspect of the bill authorizes $10 million for curriculum development. This money will be used to contract with universities and others for course development. The bill also provides $25 million for residential schools, with money to go directly to the states. A new area of assistance is in home economics, with funds for consumer aspects of home economics as well as home economics for job training. He felt that the new bill would present opportunities to experiment with a new concept, the career-centered curriculum—curricula that are relevant to today's technological society.

Summary of Group Discussions

I. Should some type of occupational preparation be part of the educational experience of all youth? If so, what kind, and at what level in the educational system?

All agreed that a program of occupational information should begin probably at the sixth grade level, with occupational counseling being emphasized at the junior high school level. Exploratory courses, introducing the student to some

of the skills and knowledge required in various occupations, was considered important at this level. On the secondary level, the student should be allowed to participate in courses designed to develop skill and the application of related or technical information. It was generally agreed that the courses should be broad, possibly "occupational clusters," at the lower levels in secondary school and becoming more specific in the last year or two. On the post-secondary level all courses of training for entrance into occupations should be quite specific and designed to provide entry skills and knowledge. Most of the participants emphasized the definite need for using advisory committees at this level. All these programs would require close relations between the school and business.

It was agreed that on the post-high school level programs encompassing basic education skills and short-term vocational skills should be provided with close cooperation between industry, public employment services and other governmental agencies, and the school.

II. How can occupational information be best acquired and utilized?

It was felt that in part the use of advisory committees would be helpful and that communication between parents, students, industry, and the employment services should be more effective. Efforts should be made at the elementary school level to have informal occupational discussion between parents and students. Organized programs of occupational information should begin in junior high school and should have more emphasis placed upon them, along with group occupational counseling at this level and individual counseling starting at the secondary level.

The need to "stress the dignity of work" was also discussed. A closer relationship with industry and other groups in developing information about the "world of work" and how it fits into society, was called for.

III. How shall vocational education be defined? (a) Should it include all programs of training and retraining designed to further the employability of individuals as skilled or semiskilled or as technicians? (b) Should it include occupational counseling as well as job training? At the elementary school level? (c) Should it include placement services and follow-up activities?

The groups were unanimous in accepting the definition for vocational education as given in the Advisory Council's Report:

> Vocational Education is all of those aspects of educational experience which help a person to discover his talents, to relate them to the world of work, to choose an occupation, and to refine his talents and use them successfully in employment. (page 21, 1)

Two phases of vocational programs were pointed out as weak: occupational counseling and placement, and follow-up programs. It was felt that all programs under category (a) should be included. Under (b), the groups did not accept the idea of job training on the elementary school level, and referred to the ideas on occupational counseling in question II. There was agreement on the need for vocational education to accept responsibility for placement and follow-up. Also there were recommendations that greater efforts be made to cooperate with the public placement services in this area.

FORT COLLINS, Colorado, Oct. 3-4, 1968

This regional conference was held on the campus of Colorado State University in Fort Collins on October 3-4, 1968. Milton E. Larson, Professor of Vocational Education, was the regional coordinator and the following program was presented:

GREETING: Dr. William E. Morgan

FOUNDATIONS FOR VOCATIONAL EDUCATION: Dr. Melvin L. Barlow

EDUCATIONAL PROGRAMS TO COPE WITH MANPOWER PROBLEMS:
Dr. Rupert N. Evans

BRIDGING: YESTERDAY, TODAY, AND TOMORROW IN VOCATIONAL EDUCATION: Dr. Byrl R. Shoemaker

INDUSTRY AND BUSINESS BRIDGING THE GAPS IN THE PREPARATION OF YOUTH: Mr. Samuel M. Burt

CHARGE TO DISCUSSION GROUPS: Dr. Milton E. Larson

BANQUET TOASTMASTER: Dr. Marvin Linson

DEVELOPMENT AND USE OF HUMAN CAPITAL: Dr. A. Ray Chamberlain

LUNCHEON TOASTMASTER: Dr. Duane L. Blake

THE ROAD AHEAD FOR VOCATIONAL EDUCATION: Mr. John Jennings

Two films, "Where the Action Is," produced under contract for the Division of Vocational-Technical Education, U. S. Office of Education, and "The Future,"

produced by the Colorado State Board for Community Colleges and Occupational Education, were shown and discussed.

Participants at the conference came from an eight-state area and represented numerous fields which have an interest and a role in vocational education. The following summary shows the attendance breakdown from the conference:

ATTENDANCE BY STATE:

Colorado	103	North Dakota	8
Wyoming	32	Utah	7
Kansas	17	Montana	6
South Dakota	12	Not identified	14
Nebraska	10	TOTAL	209

ATTENDANCE BY FIELD OF INTEREST:

Vocational Administrators and Supervisors (state and local)	99
Other Educational Administrators and Supervisors	25
Vocational Teacher Trainers	18
Guidance Counselors	10
Vocational Teachers	9
Other Teachers and General Educators	9
Vocational Graduate Students	8
Research Coordinating Unit Directors	4
Members of State Boards of Vocational Education	4
Members of Department of Health, Education, and Welfare, Regional Office of Education	4
Organized Labor	4
College Presidents	3
Local School Board Members	2
Business and Industry	2
Other Government Officials	2
State Legislators	1
President of League of Women Voters	1
President of PTA	1
Others (not designated)	2

"Foundations for Vocational Education"

Dr. Melvin L. Barlow
Professor of Education, University of California, Los Angeles
Director, Division of Vocational Education
University of California

Dr. Barlow gave a brief history of the development of vocational education in this century, touching on the significant turning points in interpreting the principles behind such education. He singled out Senator Carroll S. Page's fight for legislation which led to the Smith-Hughes Bill of 1917, and pointed to the George-Deen Act of 1936, the George-Barden Act of 1946, and the Vocational Education Act of 1963 as other significant turning points in the area of vocational education.

Dr. Barlow also indicated that "great changes have occurred . . . in the past five to ten years. However, when we examine the nature of this change we see that all we have done is to adapt the program more effectively to national social and economic requirements, and perhaps to ease the administrative complexity of the program . . . . But we haven't changed the basic principles." The speaker pointed out that vocational education has sound foundations and could help build stability into the social and economic fabric of the nation. "The very nature of the foundation elements provides that on occasion we must review our direction—reinterpret the principles in the light of social and economic needs."

"Educational Programs to Cope with Manpower Problems"

Dr. Rupert N. Evans
Dean, College of Education
University of Illinois

Dr. Evans discussed four changes he thought needed to be made in the present structure of vocational-technical education, and attempted to show what their impact would be on local programs. First, he called for a change in the philosophy, putting the emphasis on the development of the individual instead of on meeting the needs of the employer. Along with this is a change in the proportion of youth and adults who have an opportunity to receive sound vocational and technical education. The difficulty here is in getting the right people into the appropriate area of education, and Dr. Evans singled out the high school "general curriculum" as failing to give direction to students. He also said that change in the recruitment and education of teachers and administrators was needed. Finally, the means of evaluation and research need to be updated to provide long-term measurement. Dr. Evans listed some of the changes that would result from implementing his suggestions, such as a trend toward large, comprehensive high schools; vocational instruction starting with

early childhood; change in counseling services with greater emphasis on employment; and a rescheduling of the academic year to provide a more realistic flow of students into employment. He concluded with a call for the continuation of vocational education programs within the Office of Education as a means of insuring their interdependence and unity.

"Industry and Business Bridging the Gaps in the Preparation of Youth"

Mr. Samuel M. Burt
Senior Project Officer
W. E. Upjohn Institute for Employment Research
Washington, D. C.

Mr. Burt began by reviewing the findings of a panel study conducted by the Office of Education which disclosed that cooperation between business and industry took place primarily through informal relationships. Achieving cooperation through the more formal industry-education advisory committee was found to be a myth, although both parties recognized the value of such groups. The speaker said that most educators have not done an adequate job in organizing, guiding and staffing these committees, and a large number of industry people have become dissatisfied with vocational education because of it. He then offered suggestions for a smooth working committee procedure that would stimulate cooperation. As important steps he listed, providing a continuous flow of information on specific programs and problems, choosing the right man for chairman, giving committee members recognition for their work, involving industry representatives and companies. Mr. Burt pointed out that "for the first time in the history of federal legislation for vocational education, the responsibilities and functions of state advisory councils are set forth in considerable detail" in the Amendments to the 1963 Act. He then cited a nationwide study which showed a strong relationship between the use of advisory committees and increased job placement and called for a more efficient use of this technique.

"Bridging: Yesterday, Today, and Tomorrow in Vocational Education"

Dr. Byrl R. Shoemaker
Ohio State Director, Vocational Education
Columbus, Ohio

"In looking at . . . yesterday, the entrance of the 1918 act and on up to the 1963 act, the emphasis was upon the need for preparation of skilled workers to build our economy. Today the present legislation has a totally different thrust for us . . . . Tomorrow I would predict a . . . technological society requiring a person for every job and a job for every person." With these opening remarks, Dr. Shoemaker spoke of the need for programs for "all ability

levels, all age levels, and all sections of the country." It is a service for total youth. He saw the program of tomorrow as one that starts at the elementary level and begins by giving the student a respect for work. It continues with a work orientation program in early junior high school and develops into a broad program in technical and vocational training in depth. In discussing the costs of training 80 percent of the high school youth in vocational fields, Dr. Shoemaker recognized it was high but, in the long run such expenditures would prove more efficient.

"Development and Use of Human Capital"

Dr. A. R. Chamberlain
Executive Vice-President
Colorado State University

Dr. Chamberlain began his remarks by commenting on the new importance vocational and technical education could assume in our society. It is due, in part, to the inadequacy of the concept given wide vogue in the 1950's that everyone should have a college or university degree. "Now . . . many realize that large numbers of students in secondary schools and in colleges and universities need a vocational program, not an academic degree." He went on to say that vocational education groups are not using modern management techniques in decision making. The problem is that current and future communication is extremely rapid while the machinery of decision making becomes increasingly slower. He pointed out that "young people with <u>excessive</u> data at their disposal because of <u>too good</u> communication" are far ahead of our ability to make decisions that will change their educational opportunities. He further stated that industry, labor, and government must realize that "in education, and in particular in the teaching of a <u>skill</u>, no amount of technology offsets necessary salary increase . . . . Inherent in education is the fact that you must use a different yardstick in budget analysis than used in labor, management, and government."

"The Road Ahead for Vocational Education"

Mr. John Jennings
Legal Counsel, Sub-Committee on Education
Washington, D. C.

After pointing out that the Vocational Education Act of 1968 ratifies the conference's conclusions, Mr. Jennings expressed the hope that each person attending the conference would put these conclusions into practice. An indication of the interest in vocational education was the twenty-six days of Congressional hearings on the subject. On the positive side, Congress concluded that vocational education was in a healthy state, with students getting jobs

and a dollar investment that is the best of any instructional program. However, they also observed that many areas are not moving fast enough, or not meeting the training needs of those with special problems, and sometimes not reaching enough people. It was also shown that only one dollar is spent on vocational education for every three dollars spent on higher education. The speaker then discussed the changes he thought would result from the new amendments. Greater emphasis would be placed upon making training opportunities available to everyone; states will be required to consider the local financial situation, the quality of programs, and the number of disadvantaged youth in distributing funds; 15 percent of each state's funds will be earmarked for education of disadvantaged youth; each state must have an advisory council to make recommendations relative to program planning and state administration; the National Advisory Council will be permanent; and with new money available, specific programs will soon go into effect.

"Conference Summary and Evaluation"

Mr. Malcolm H. Hunt
Colorado State Board of Education

After summarizing and discussing the various reports, Mr. Hunt made several comments on the recommendations of the Advisory Council. He called for permanent and advanced funding; vocational curriculum development; permanent financing of work-study programs; and an emphasis on guidance counseling in early school years. He pointed out that 75 to 80 percent of the Council's recommendations have been included in the Amendments to the 1963 Act.

Summary of Group Discussions

Three questions were assigned at this conference. The questions and the group reaction to them are summarized below.

I. Should funds and permanent authority be provided to develop and operate new and expanded programs and services specifically designed for persons who have academic, social, economic, or other handicaps?

The consensus on this question was that funds and permanent authority should be provided. The group recommended that each state have "permanent" personnel assigned to operate such programs. Federal legislation and funds are needed to make possible the establishment of new state programs, but vocational educators must play a major role in developing this area.

It was felt that dependable budgeting and evaluations were needed and that appropriations should be general rather than specific. Efforts should be

made to coordinate federal programs. Special teacher training courses, containing philosophy as well as methodology, are needed. New curriculum materials need to be developed, and industry must become involved in these programs through participation in such activities as the advisory committee.

II. Should permanent authority be provided for work-study and work-experience programs? In secondary schools? In programs of post-secondary schools related to vocational-technical education?

The great majority of those present felt that permanent authority should be established. Along with permanent authority comes permanent funding. They also felt that these experiences should be closely tied to the training program and should be part of both secondary and post-secondary education. Such programs urgently need to be expanded.

Employers should be reimbursed for unusual costs involved in training and supervision. Child labor laws and insurance regulations should be studied with a thought to enabling more complete utilization of work-study programs and cooperative work stations. Careful study of all aspects of these programs should be continued.

III. What provisions should be made for vocational homemaking education?

It was felt that homemaking has been helping to meet the needs of specific groups and that these programs should be expanded to meet the needs of the future.

Homemaking courses can help solve family living problems and should be made available to both boys and girls. It was felt that "useful homemaking" should be only 25 percent of the program and that the words "occupations for women" should be substituted for homemaking. Useful homemaking should be dropped at the junior high school level and strengthened at the senior high school level, stressing that part of the course which is needed to obtain gainful employment. At the post-secondary level "useful" and "gainful" homemaking should be separated. These programs have to be kept up-to-date and need to embrace all areas—foods, clothing, housing, money management, family living, child guidance, etc.

It was felt that support should be provided for family-centered homemaking programs. Maintenance of funds is necessary to continue preparation for vocations in the home; this should be separate from those funds providing "gainful employment" homemaking programs—new monies should be provided for these. Funds to improve teacher education are also needed.

NEW BRUNSWICK, New Jersey, Sept. 30 - Oct. 1, 1968

The New Brunswick regional Man-Education-Work conference was held on September 30 and October 1, 1968, at the Brunswick Inn. Coordinator for this meeting was Dr. Albert Pautler, Assistant Professor in the Department of Vocational-Technical Education, Rutgers University. The program consisted of:

WELCOME: Dr. Mason Gross and Dr. Robert Worthington

THE PAST, PRESENT, AND FUTURE OF VOCATIONAL-TECHNICAL EDUCATION: Dr. Gerald Leighbody

A DISCUSSION OF THE 1968 REPORT OF THE NATIONAL ADVISORY COUNCIL COMMISSION ON VOCATIONAL EDUCATION: Mr. Leonard H. Rosenberg

THE CHAIRMAN OF THE NATIONAL ADVISORY COUNCIL ON VOCATIONAL EDUCATION SPEAKS: Dr. Martin Essex

VOCATIONAL EDUCATION AROUND THE WORLD: Mr. Marvin Feldman

The conference was attended by a variety of educators and private citizens from the eastern United States.

LIST OF ATTENDEES:

Connecticut	4	Pennsylvania	4
Delaware	10	Washington, D. C.	3
Maryland	6	Other	3
New York	4	TOTAL	111
New Jersey	77		

"The Past, Present, and Future of Vocational-Technical Education"

Dr. Gerald Leighbody
State University of New York
Buffalo, New York

In briefly recounting the past of vocational education, Dr. Leighbody described the early legislation as not only establishing vocational instruction but also determining its character, format, and philosophy in a way that did not change for almost fifty years. For example, because the Smith-Hughes Act of 1917 stated that instruction must be of "less than college grade," all courses of education were limited to high school students until 1963. In effect, the 1963 Act abandoned the earlier concept of occupation-oriented instruction

and substituted a concentration on the people enrolled in a program. But, while the 1963 Act had shown a new approach to vocational education, the Report of the Advisory Council expressed a guarded optimism. Essentially, practical application of these changed attitudes had not been demonstrated. In speaking of future change, he said "the first priority is not buildings or equipment—it is program redirection and curriculum revision." He went on to emphasize that vocational education must be integrated with the total education structure, and that this was an often-repeated point in the Council Report. Pressures by some leaders for creating separate vocational schools should be resisted, and the comprehensive high school is a more fitting answer to total education. He also called for a more open attitude toward leadership and hoped that professional personnel from other disciplines would be given administrative positions in vocational programs.

"A Discussion of the 1968 Report of the National Advisory Commission on Vocational Education"

Mr. Leonard Rosenberg
President, Chesapeake Life Insurance Company
Baltimore, Maryland

Mr. Rosenberg discussed in detail specific recommendations of the Advisory Council Report and commented that one item he had hoped would be included was a public relations program. He wanted some method for taking the findings of the Council—the material on exemplary programs and new curricula, etc.—and having it disseminated to people involved in the field. While the public relations campaign was not included, he felt these conferences could serve that purpose. He also noted that while educators stressed the importance of the student's desires and needs, it is equally important to know the labor needs of industry. In fact, the two questions are so intertwined that they are difficult to separate. A comprehensive guidance and counseling program with greater coordination between industry and schools is needed.

"The Chairman of the National Advisory Council on Vocational Education Speaks"

Dr. Martin Essex
State Superintendent of Public Instruction
State Department of Education
Columbus, Ohio

Several proposals were offered by Dr. Essex to accelerate growth and open opportunities in American business. He said, "in designing an organization for vocational education, we must think of serving the masses . . . . The selective-few approach will not do the job . . . . It will not serve the American need for job preparation." It means serving all sections of the population. In

his own state of Ohio, it was found that programs for rural sections were needed as much as those for the inner city. He also spoke of "a third kind of school for America"—the composite school. It would have elements of a comprehensive high school or secondary school, and also a strong component of vocational education. He outlined some of the advances other countries have made, such as the opportunities for evening school training in the USSR. But, potential in this country is growing faster and education is reaching more people than ever before. The problem, as he saw it, was to keep pace with the growing complexity of our society and the problems we face because of it.

"Vocational Education Around the World"

Mr. Marvin Feldman
Education Director
The Ford Foundation
New York, New York

According to Mr. Feldman, three major efforts are beginning to take shape that will restructure and renew education. "The first deals with the expansion of educational opportunities, particularly for the children and adults of minority groups. The second seeks to maximize the effectiveness of educational efforts by tailoring them to the individual. The third is an attempt to improve educational techniques, especially teaching procedures." He added that comprehensive education will be the result of these efforts, and it will provide quality education for all. The idea of comprehensive education is not merely to fit vocational education into the existing system but to make it the principal feature of a new system. The plan would mean an extensive redesign of the secondary school curriculum. He described the new plan, which has had experimental use, as taking place on all levels. It is designed to make vocational-technical education more relevant to the needs of a modern technological society; and to end the traditional separation between vocational and academic education. The speaker noted that, "a basic fault of our present theory and practice of education . . . is the idea that vocational education not only stands apart from humanistic study but is also a dull body of specific, technical facts and manipulative functions, and that only." In terms of self-fulfillment and human productivity, vocational education can easily be seen as an extension of liberal study. Finally, he commented on the new role of the teacher in vocational training: "The academic-vocational gap will close when teachers of all subjects . . . come to appreciate the genuine values that can be derived both from vocational and academic education and from first-hand acquaintance with the world of their students."

Summary of Group Discussions

The following issues were presented in group meetings.

I. To what extent should vocational and technical education be organized and administered separately from general education programs?

There should be no administrative or organizational separation between what is referred to in the question as vocational-technical programs and general education. It was generally agreed that vocational-technical education and general education had a common purpose: to provide American youth and adults with the necessary skills to function intelligently and effectively in society. There was common accord that the organizational plan for such a combination should be left to local decision makers who know the needs of the community. It was also felt that an inflexible organizational or administrative plan should not be designed.

II. How can education for work become more visible as an objective of school and college programs?

It was suggested that a systematic approach to the world of occupations is needed, and orientation should begin on a general basis in the early school years. Some effort should be made to find an acceptable synonym for the word "vocational," as it appears to have a negative connotation. The entire public relations program, as several speakers suggested, should be strengthened. A wider exchange of staff and ideas between industry and education should also be attempted. A final suggestion was that the school day of six hours be lengthened and quota limits in some vocational programs be removed.

III. How can counseling and placement activities best serve the objectives of vocational-technical education?

The participants felt that counsellors should be more actively engaged in helping students to understand their aptitudes in developing their abilities and interests. The student needs to be cognizant of alternatives available to him at any stage of the educational process. He should also be encouraged to consider and understand the consequences of his decisions. Guidance must begin early and continue throughout the school years.

Classroom teachers should also be involved in the process of guidance, and they, as the first line of contact with the student, should be aware of work opportunities and options and the educational requirements for each. Student-counsellor ratios must be reduced and group counseling programs should be explored. It was also felt that not enough attention is given to the role of women as workers. The feature that was stressed was that guidance and counseling should be a continuing program emphasizing exposure, experience, and exploration.

SAN FRANCISCO, Oct. 4-5, 1968

The San Francisco regional conference was held at the Sheraton-Palace Hotel on October 4 and 5, 1968. Dr. J. Chester Swanson, Director of Studies in Vocational-Technical Education, University of California, was the regional coordinator for this meeting. The program for the two-day meeting consisted of:

CONFERENCE OBJECTIVES, CONFERENCE MECHANICS: Dr. J. Chester Swanson

REPORT OF THE NATIONAL STUDY OF VOCATIONAL-TECHNICAL EDUCATION 1968: Dr. Garth Mangum

RECOMMENDATIONS OF THE ADVISORY COUNCIL: Dr. Charles Patrick

CONSIDERATION OF DISCUSSION ISSUE 1: HOW CAN A STATE ORGANIZE FOR EFFECTIVE VOCATIONAL-TECHNICAL EDUCATION SERVICES? Mr. Wesley P. Smith

DISCUSSION ISSUE 2: HOW CAN VOCATIONAL EDUCATION EFFECTIVELY SERVE YOUTH AND ADULTS FROM OUR TROUBLED URBAN CENTERS? Mr. Kent Bennion

DISCUSSION ISSUE 3: WHAT SHOULD BE THE NATURE OF THE CURRICULUM IN VOCATIONAL-TECHNICAL EDUCATION FOR HIGH SCHOOL YOUTH? Dr. J. Kenneth Little

Conference participants came from an eight state area. The following is a list of attendance by geographical area and professional interest.

ATTENDANCE BY STATE:

Alaska	1	Nevada	20
Arizona	7	Oregon	7
California	64	Washington	4
Hawaii	7	Other	3
Idaho	3	TOTAL	116

ATTENDANCE BY FIELD OF INTEREST:

Educational Administrator, General	10
Vocational Education Administrator	42
State Department Staff	23
Local School Staff	22
College, University, Junior College	16
Other Educators	7

State Board Member	3
State or Local Advisory Committee Member	7
Other State Agency	7
Legislator	1
Business or Industry	16
Organized Labor	7
Others (not designated)	4

"Report of the National Study of Vocational Technical Education 1968"

Dr. Garth Mangum
Director, Center for Manpower Policy Studies
George Washington University

Dr. Mangum reviewed the status of vocational education since the passage of the 1963 Act stating that the Advisory Council felt that the right objectives had been prescribed and additional funds made available, but the legislation did not coordinate the two efficiently. He then presented ideas that the Council thought should be the basis for future programs. It was no longer possible, they decided, to compartmentalize education into general, academic, and vocational components. At any level it must be preparation for a successful working career. "Everyone who is prepared to participate in the labor market of today must be prepared in such a way that he can be readily adaptable to . . . changes . . . ." It was also felt that while an individual must have a salable skill, he should also do work that will bring him the greatest total satisfaction. This means that the individual should have some degree of choice open to him. Dr. Mangum closed by saying he felt the Report was unusual because all of the members of the Advisory Council were in agreement with the recommendations.

"Recommendations of the Advisory Council"

Dr. Charles Patrick
Associate Superintendent of Schools
for Post-High School Education
San Diego, California

Dr. Patrick began his discussion by providing four group headings for the Advisory Council recommendations.

1. Recommendations for federal reorganization finance reporting.
2. Recommendations on local aspects—the increasing flexibility, autonomy, and efficiency of state administration.
3. Recommendations under specific limitations or earmarking of funds.

4. Recommendations concerning the direct use of funds by the USOE.

He then discussed each group, attempting to give his view of why the recommendations were made and an interpretation of their function. Under the first group, he said that the Council suggestions were an attempt to secure federal financing and status that would provide adequate leadership, staffing, and reporting on the federal level. The basic purpose of the recommendations in the second group was to encourage varied types of research and the dissemination of the results to vocational programs without duplicating studies and projects across the country. The goals of the other recommendations were given as attempts to double or triple enrollments in vocational education within the next three to four years, to establish a feedback system on everyone who leaves school with a skill, and to have more effective state, regional, and local planning.

The remainder of the program was devoted to a series of panel and small group discussions on specific issues. The issue was proposed at a general session where it was briefly discussed by a speaker, who later presided over a general panel review of the topic.

"Issue I: How Can a State Organize for Effective Vocational-Technical Education Services?"

Mr. Wesley P. Smith, presiding
Director of Vocational Education
State of California

The speaker focused upon vocational education responsibilities of state personnel, and on those activities outside the public schools related to vocational-technical education. The questions posed included: What should be the role of state agencies? What organization patterns should be derived for the administration and supervision of vocational education at the state level? What should be the relationship between the state director of vocational education and the state board that is responsible for policy? Finally, what kinds of schools can best provide effective vocational programs?

Issue I: Discussion

The nature of the new legislation demands a reappraisal of the state-level organization for the administration and development of vocational education services within each state. The development of additional services, the expansion of present services, and the evaluation of present and new programs cannot be accomplished by the present personnel only, and probably not effectively through the present organizational structure.

Leadership at the state level must recognize the fact that many vocational programs are not realistically "geared" to the skill needs of the labo· market and do not effectively serve the youth and adults who pursue these programs. There should be single agencies at the federal and state levels through which all federal funds flow, from which leadership may be expected and in which accountability may be centered.

The present trend toward proliferation of administrative boards for education within a state creates severe problems in articulation, equitable distribution of services, and accountability for results. Each state should have a state director of vocational education at the state level who reports directly to the state board for vocational education or its executive officer.

The state division of vocational education should accept a responsibility for and develop effective means for the evaluation of programs, the provision of adequate labor market information, development of instructional materials, and placement services through state agencies. Leadership within the state department should provide for effective communication and cooperation with business, labor and government agencies.

"Issue II: How Can Vocational Education Effectively Serve Youth and Adults from our Troubled Urban Centers?"

Mr. Kent Bennion, presiding
Regional Director, Vocational and Adult Education
U. S. Office of Education

The issue was on those youth and adults living in urban areas who are not able to develop the skills, knowledge, or attitudes to secure and hold significant jobs. Insufficient motivation often prevents them from using available training opportunities, and those who do use them find traditional education and social institutions ineffective. New programs, such as MDTA, Job Corps Training Centers, and Occupational Skills Centers of the OEO, have tried to serve them more efficiently. The questions posed at this session were: To what extent have traditional programs been effective in urban areas? What are the unique needs of these areas? Should business and industry subsidize and participate in programs? Should states establish departments of education and manpower development?

Issue II: Discussion

The fact that so many youth drop out of the public schools before graduation—4,000 each year reported from one metropolitan area represented at this conference—indicates that our schools are not a success experience for many youths. Many youth in urban areas will not be served by traditional programs

because of unique home conditions, lack of motivation, and unhappy experiences in elementary or high school. Communication is a major problem.

The business sector, organized labor, social agencies and other government agencies must work closely with educational leaders in order to improve vocational education in our cities. Business is very willing and able to accept a much greater responsibility. Educational leadership must take more active steps to use these and other resources for manpower development. Initial job placement, some follow-up on the initial job, the development of attitudes, and an understanding of the conditions and responsibilities of a worker must be given special attention for these youth.

"Issue III: What Should be the Nature of the Curriculum in Vocational-Technical Education for High School Youth?"

Dr. J. Kenneth Little, presiding
Co-Director, Center for Studies in Vocational
and Technical Education
University of Wisconsin

Changing conditions in labor market requirements, secondary school attendance, and availability of post secondary school instruction called for review of vocational programs. The final discussion dealt mainly with this topic. Because 30 percent of the youth in the nation do not graduate from high school, and less than 50 percent who do graduate continue in any post-secondary school instruction program, new approaches to vocational curriculum with traditional schools are necessary. The experimental program, An Educational System for the '70's, emphasized the need for relevancy in education—through occupationally oriented curricula. The questions posed were: To what extent should the objective of secondary school vocational education be for the labor market and to what extent for the individual? What are the advantages and disadvantages of providing the high school vocational education in a comprehensive versus a specialized vocational high school?

Issue III: Discussion

Secondary schools in general have not provided an effective program for educating youth for employment. The comprehensive high school, which has been hailed as a proud achievement, exists far more in the verbiage of literature than as an actual educational service. Some vocational high schools have served their students effectively—which is evidence that such schools can and have been successful. However, many vocational high schools have been forced to succumb because they have been loaded with incompetent students or students with the kind of social or personal attributes which have given these schools an unsavory reputation. The area vocational school program is an attempt to gain the advantages without the disadvantages of the

specialized vocational high school. Continuing evaluation will be necessary to learn whether the area vocational school is viable. The high school program should be carefully reviewed and pilot programs extensively developed. One such program, ES '70, an Educational System for the 70's, sponsored by the U. S. Office of Education, has as its objective the promotion of creative and unique curricula and instructional methods aimed toward improving attitudes, skills and motivation for success in getting and holding a job.

The basic foundation for vocational education should be laid in the early elementary school grades, followed by pre-vocational activities in the junior high school curriculum. Integration of academic and vocational instructional activities should be developed. Articulation must be made more effective between the high school and the community, and the post-secondary school vocational programs and job training within business and industry.

State divisions of vocational education must assume greater responsibility for providing basic information about employment opportunities, developing occupations, and specific job descriptions upon which vocational programs must be built.

SUMMARY CONFERENCE, MADISON, WISCONSIN

This final summary conference was organized by Dr. Gerald Somers and Dr. J. Kenneth Little, Co-Directors of the Center for Studies in Vocational and Technical Education. It was held on October 17 and 18, 1968 on the University of Wisconsin campus and was attended by the regional conference directors and members of the Advisory Council, as well as guests from the Madison campus. The following program was presented:

WELCOME: Dr. H. Edwin Young

OBJECTIVE AND PROCEDURES: Dr. Gerald Somers

PREPARING FOR WORK IN THE 1970's: Mr. Grant Venn

EDUCATING A NEW LABOR FORCE: Mr. Stanley Ruttenberg

CONFERENCE SUMMARY: Dr. J. Kenneth Little

A considerable amount of time during the two-day session was devoted to conference reports delivered by various regional directors and responses from members of the Advisory Council. An open group discussion was held at the conclusion of the program during which all of the participants exchanged ideas.

"Preparing for Work in the 1970's"

Mr. Grant Venn
Associate Commissioner
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After commenting that the Education Act of 1968 follows closely the Advisory Council Report, Mr. Venn devoted the remainder of his speech to an analysis of the provisions of the new bill. In terms of funding, the bill authorizes $3.2 billion over the next four years with $675 million on a permanent basis and a 1970 appropriation of $910 million. Essentially it deals with two general areas: development of human resources and alleviation of critical manpower shortages. The improved financial appropriation will provide aid to the disadvantaged, direct aid to the states for post-secondary programs, $50 million

to home economics programs, $25 million to work-study programs, and $10 million for curriculum development. Thus, the Congress followed the Advisory Council recommendations with special attention to financial appropriation.

"Educating a New Labor Force"

Mr. Stanley H. Ruttenberg
Assistant Secretary of Labor
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Mr. Ruttenberg noted that the approach of the Department of Labor in setting up such programs as Neighborhood Youth Corps, Manpower, and Concentrated Employment Program, is essentially a short-run solution to basic problems. At the same time this approach is different from that of vocational educators since the Department looks at the problems from the point of view of the unemployed man rather than the student. But, in spite of these differences in approach, he felt vocational educators could learn from these job training experiences. He then spoke of the skill centers set up under the Concentrated Employment Program where the hard-core disadvantaged are provided with basic education, counseling, and stimulation and motivation in an effort to keep them within the economic structure. Mr. Ruttenberg felt that the skill centers need to be incorporated into a system that provides greater opportunities for the disadvantaged along with a program of evaluation. It must be recognized that many people will not sit in classrooms; they will only accept jobs. Therefore, he pointed out, some of the work in all aspects of training must be done by the employer. He saw a major obstacle in the fact that funding is "authorized by separate pieces of legislation appropriated to different departments of government . . . ." He felt that either appropriation should be handled by one agency or there should be voluntary cooperation among all agencies. In closing, he called for a re-evaluation of training and guidance programs in order to make the best use of the new legislation.

Summary of Discussion

The following is a brief summary of a panel discussion held by several members of the National Advisory Council and chaired by Mr. Marvin Feldman of The Ford Foundation.

"The Advisory Council Responds"

The Council members, in their reactions to the reports of the regional chairmen, reiterated in detail many of the ideas and questions brought out in the summaries. All of the participants stressed the importance of the conferences in clarifying the ideas and proposals the Council had formulated. At the

same time, a problem that was emphasized was inadequate funding, which would make it difficult to make changes and to get acceptance of programs from local communities. But, it was recognized that one important key to change in our educational system was communication with local school boards and superintendents. Communication with various groups was needed and had been helped, in party, by these conferences. They were encouraged by the reactions to the Advisory Council Report and felt that, while it had levelled criticism at various agencies and people, these very agencies and people had accepted the criticism and expressed a willingness to change. They also noted that while a single agency structure for handling funds was desirable, it was difficult if not impossible to organize. Several participants agreed that greater emphasis should be placed on adult training programs, and the community college was mentioned as a desirable area for this kind of expansion. They hoped that the dialogue set in motion by these conferences would continue and help stimulate change and development in vocational education.

"Conference Summary"

Dr. J. Kenneth Little
Co-Director, Center for Studies in
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Dr. Little noted some of the highlights of the meetings in his evaluation. He pointed out that the Report of the Council had won general endorsement by conference participants and by Congress. The thrust toward occupational education is viewed as being as broad as the career needs of both the individual and the society he serves. He characterized the objective of this thrust as "not directly to improve vocational education as we have known it; [but] to improve the lot of people, particularly people whose chance and choice in the occupational world have been limited or restricted." He noted also that the conferences raised questions on the readiness and adequacy of the establishment for the task in front of it. He hoped that the conferences were "the beginning of a series of activities in regions and states . . . that will enlarge the arena of discussion and action toward improving occupational chances . . . ."

CONCLUDING OBSERVATIONS

The pressing issues which gave rise to the series of conferences in the fall of 1968 remain essentially unresolved as we enter the decade of the 1970's. Their continuance gives evidence of their intractability. Most of these same issues were recognized by the authors of the Vocational Education Act of 1963; the Advisory Council on Vocational Education gave them renewed recognition and emphasis in its report of 1968. Even though the Vocational Education Act of 1968, which came into being just at the time of the conferences reported in these Proceedings, made a concerted effort to meet these issues head on, lack of funding and other obstacles have prevented major progress in meeting vocational education's traditional problems.

In discussing the recommendations of the Advisory Council and the provisions of the Vocational Education Act of 1968, experts and laymen in the regional conferences underscored the persistence of the long-standing problems at the same time as they made contributions toward their resolution. In each of the conferences the participants were asked to direct their attention to specifically-stated issues as well as to the general status and future of vocational education. Although these questions were differentiated in order to avoid excessive duplication in the various regions, they fall under a few general headings:

What should be the relationship between vocational education and general education at the elementary, high school, and higher educational levels?

What should be the relationship of vocational education to other programs of training and vocational assistance for the disadvantaged?

What should be the relationship of vocational education and vocational educators to the needs of industry, through the use of advisory committees and other types of arrangements?

How should vocational education be structured and administered at federal, state, and local levels?

There was not complete agreement on the answers to these questions among the regional conferees or even within a particular regional conference. This is not surprising in that these same questions have persisted over the span of many years. Thus, there is some hazard in attempting to summarize

the conclusions reached. However, at the risk of offending those who expressed contrary views, the following brief summary is presented:

1. There was widespread agreement that vocational education should be integrated with general education at the elementary, high school, and higher educational levels. The dangers of early and persistent differentiation between general academic training and vocational training were constantly emphasized; and the advantages of flexibility, derived from an integration of the educational paths, were reiterated throughout the regional conferences. The major problem recognized by the conferees was that of persuading general educators to welcome vocational education into their planning and curricula.

2. There was general agreement that the vocational education system must play an increasingly important role in programs for the education and training of the disadvantaged. However, there was much less agreement on how this could best be accomplished, especially in relationship to the extensive manpower programs of the U. S. Department of Labor. Some concern was expressed by vocational educators that the past decade had seen the development of a dual track of vocational training for the disadvantaged, and this bifurcation was deplored. However, there was also recognition that the dual track was likely to persist and that every effort should be made to coordinate the varied activities on behalf of the disadvantaged.

3. The crucial role to be played by industry in advising, planning, and enhancing vocational education was recognized in all of those conferences in which this topic was discussed. It was noted that attempts must be made to increase the effectiveness of advisory committees, which in many cases were found to be functioning inadequately. Considerable stress was given to the role of work-study programs as a device for insuring the direct participation of industry in meaningful training. Emphasis was given to an improved role for counseling and guidance, based on the realities of the labor market. But, as in many past discussions of the relationship between vocational education and industry, there was no full resolution of the problems associated with the appropriate roles for vocational education and on-the-job training. Nor was it possible to agree on the appropriate roles to be played by vocational education and the employment service in analyzing labor market needs and in placing vocational graduates in the job market.

4. Finally, the perennial questions of the appropriate administrative structure and funding arrangements for vocational education were generally answered in the direction of granting more power and more money to the vocational system. However, the political and financial means for the accomplishment of these goals were not fully revealed.

Thus it is necessary to be modest in appraising the contributions made by the regional and Madison conferences described in these proceedings. Important questions were raised, and some important answers were given. There

was significant enlightenment in areas that have long been beset with confusion and conflict. Although few of the pressing issues were fully resolved, the conferences could be construed as a useful step in the direction of their resolution.

APPENDIX A

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APPENDIX B

CONFERENCE REFERENCE MATERIAL

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